

## **OPTIONS EVALUATION WORKSHOP 1: PRESENTATION TO STEERING COMMITTEE**

**WORKSHOP GOAL:** To reach consensus about which options to eliminate and which to take forward.

### **WORKSHOP PROCESS**

**Review and Rank Evaluation Criteria**

**Review Options and Flesh Out as Needed**

**Apply Criteria to Each Option**

**Rank Options and Select the Short List**

**Identify Focal Issues for Analysis in the Next Round**

### **RANKED EVALUATION CRITERIA (also see chart)**

(More important to less important)

1. Unification / coordination
2. Public convenience
3. Transportation access
4. Operational – ease
5. Future growth
6. Flexibility for future program change
7. Operational - cost
8. Meet program requirements
9. Safety and security
10. Site adequacy
11. Parking
12. Local service infrastructure
13. Construction cost
14. Impact on ongoing operations during construction
15. Schedule
16. Existing facility use
17. Site acquisition issues
18. Maintenance and utilities
19. Neighborhood acceptance
20. Development agreements
21. Use of freed-up space

**RANKED LIST OF OPTIONS (also see table with criteria and ranked chart)**

In order of preference:

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**Group 1: Centralized Options – top rated**

C1b. Centralized - New Site - Unidentified  
C2. Centralized - YSC Site  
C1a. Centralized - New Site - Goat Hill  
C3. Centralized - RJC Site

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**Group 2: Decentralized Options – All Full Service – medium rated**

D1a. Decentralized. Two New Sites. All at both.  
D2a. Decentralized. YSC and RJC Sites. All at both.

**“THE CUT”:**

~~D3a. Decentralized. YSC and One New Site. All at both.~~  
~~D4a. Decentralized. RJC and One New Site. All at both.~~

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**Group 3: Decentralized Options – Any Partial Service – lower rated or rejected**

~~D3b. Decentralized. YSC and One New Site. All at YSC; partial functions at new.~~  
~~D4b. Decentralized. RJC and One New Site. All at RJC; partial at new.~~  
~~D1b. Decentralized. Two New Sites. One full service; one partial.~~  
~~D4c. Decentralized. RJC and One New Site. All at new site; partial at RJC.~~  
~~D2b. Decentralized. YSC and RJC Sites. All at YSC; partial at RJC.~~

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**“Group 4”: Baseline – Keep in For Comparison**

B1. Baseline KCCH, YSC and RJC Sites. Partial at each.

**NEXT STEPS**

Preparation for second evaluation workshop in October.

**With or From Courts and County:**

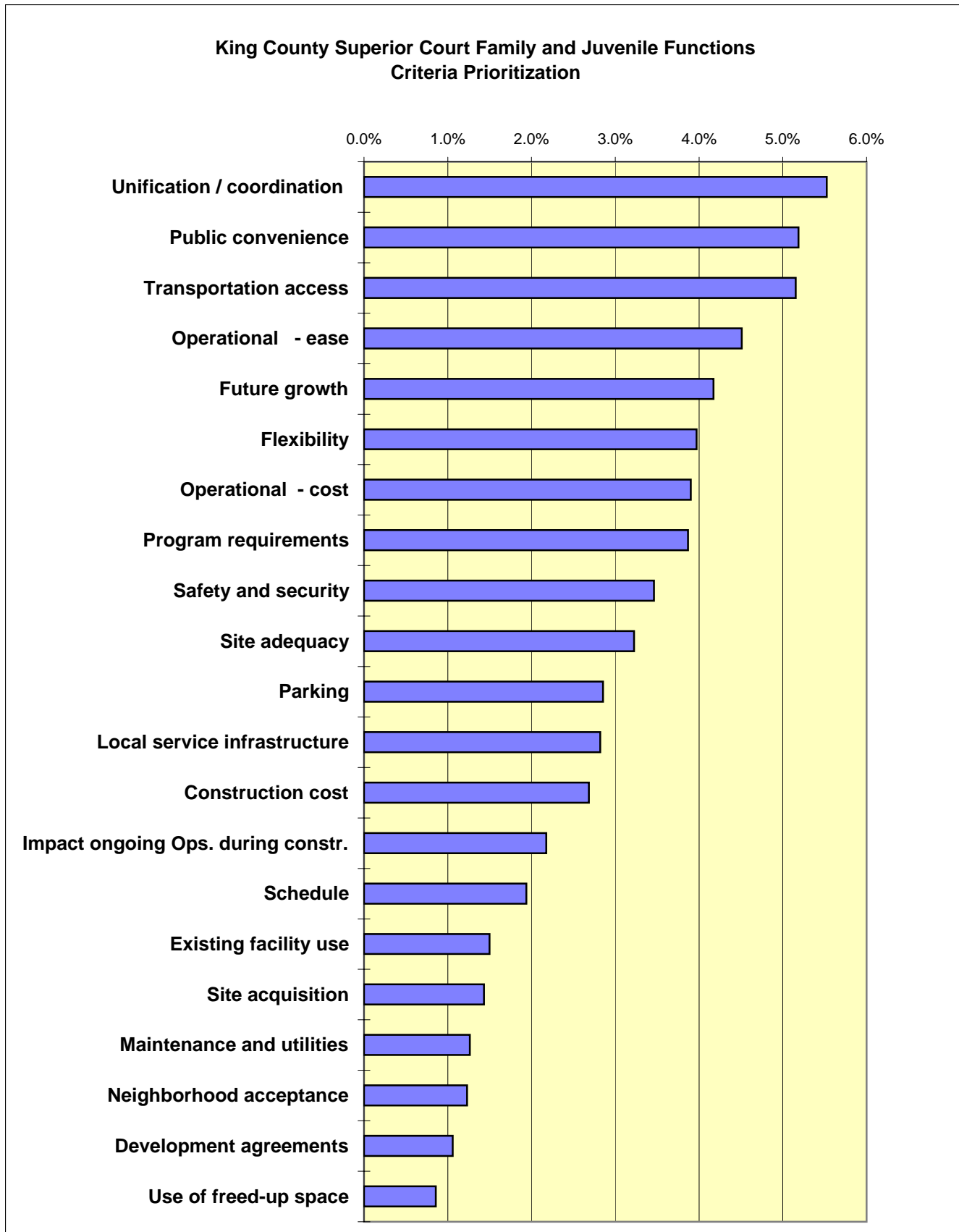
- Continued work on OMP implementation to better define target operational mode.
- Better definition of what “partial services” would be - if are to be included at any site.
- Refine staffing projections – judicial officers with NCSC; staffing by agencies.
- Refine staff cost differences between centralized and decentralized options.
- Refine North/South split with NCSC.
- Data on renovation costs at YSC for tower and detention.
- Data on facility operational costs (utilities and maintenance) for current facilities.
- Data on leased space costs.
- Estimate of space currently occupied at YSC, KCCH and RJC by family and juvenile functions.
- Clarification on RJC site – what land can consider.

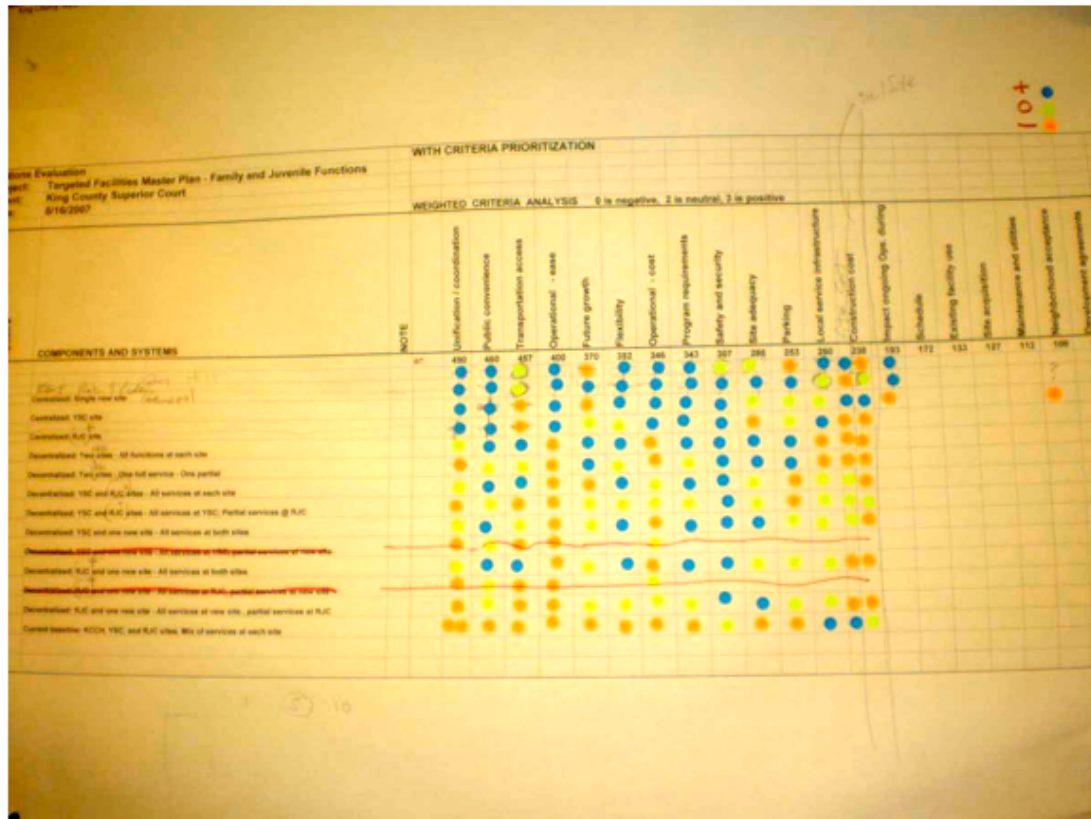
**Consultant Analysis:**

- Refine space projections – with staffing information input.
- Develop parking model(s).
- Examine transportation and access issues for the sites (with County assistance).
- Estimate visitor counts and associated traffic.
- Site and construction cost models.
- Test sites for volume of space can accommodate (massing).



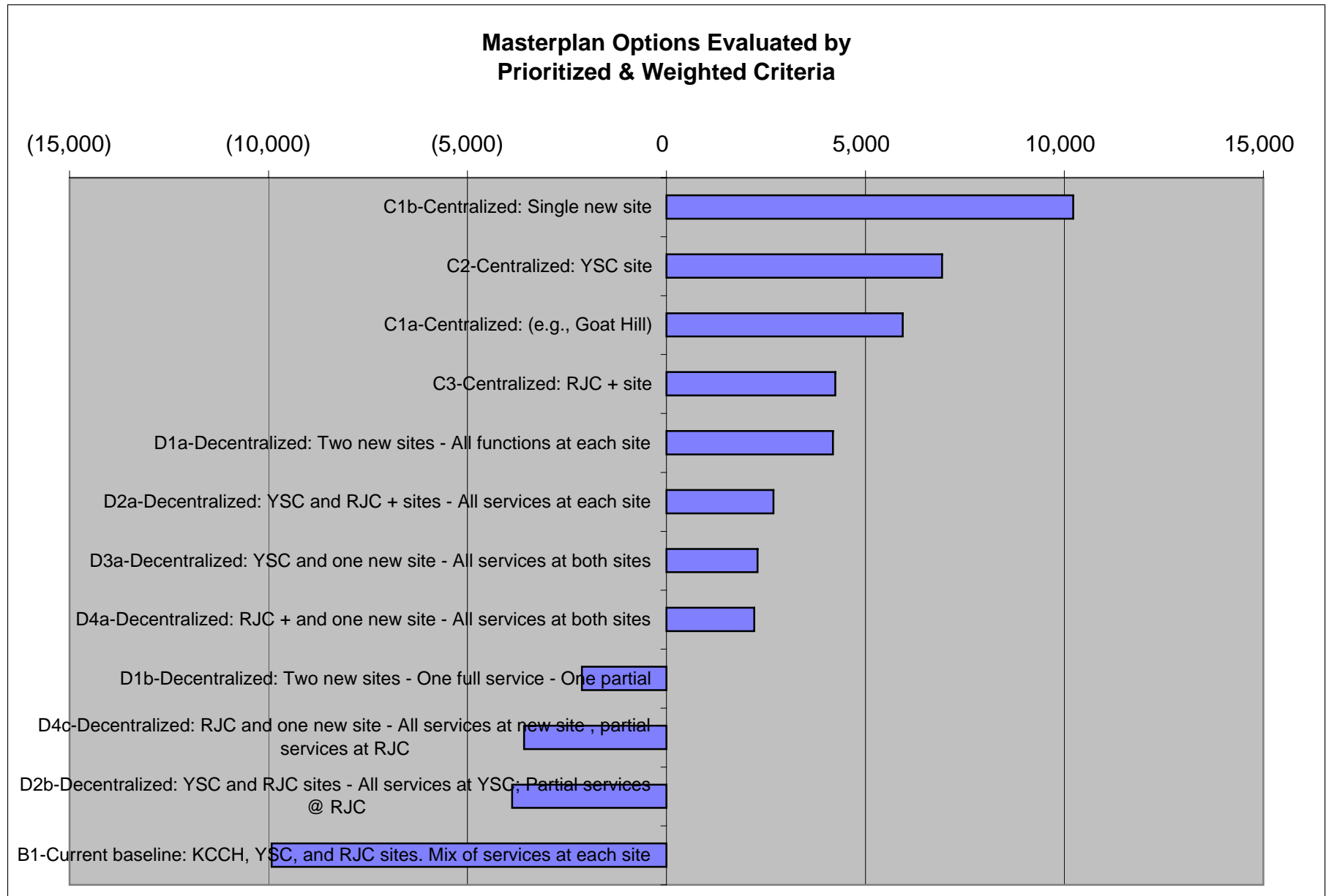
**Voting on Ranking the Criteria.** Most important = red; less important = green.





**Evaluation of Options.** Blue = performs well; yellow = neutral; orange = performs poorly.

Options Evaluation		WITH CRITERIA PRIORITIZATION															
Project:	Targeted Facilities Master Plan - Family and Juvenile Functions																
Client:	King County Superior Court																
Date:	8/16/2007																
		WEIGHTED CRITERIA ANALYSIS (3) is negative, 0 is neutral, 3 is positive															
Option #	COMPONENTS AND SYSTEMS	NOTE		Unification / coordination	Public convenience	Transportation access	Operational - ease	Future growth	Flexibility	Operational - cost	Program requirements	Safety and security	Site adequacy	Parking	Local service infrastructure	Site Costs	Construction cost
			WT:	490	460	457	400	370	352	346	343	307	286	253	250	200	238
C1b	C1b-Centralized: Single new site			3	3	0	3	3	3	3	3	3	3	3	0	(3)	0
C2	C2-Centralized: YSC site			3	3	-3	3	(3)	3	3	3	3	0	0	0	3	3
C1a	C1a-Centralized: (e.g., Goat Hill)			3	3	0	3	(3)	3	3	3	0	0	(3)	3	3	(3)
C3	C3-Centralized: RJC + site			3	3	-3	3	0	0	3	3	3	(3)	0	3	(3)	(3)
D1a	D1a-Decentralized: Two new sites - All functions at each site			0	3	3	-3	3	3	(3)	3	3	3	3	(3)	(3)	(3)
D2a	D2a-Decentralized: YSC and RJC + sites - All services at each site			0	3	3	(3)	(3)	3	0	3	3	0	(3)	0	0	0
D3a	D3a-Decentralized: YSC and one new site - All services at both sites			0	3	0	(3)	0	3	(3)	3	3	3	0	0	0	(3)
D4a	D4a-Decentralized: RJC + and one new site - All services at both sites			0	3	3	(3)	0	3	(3)	3	3	0	0	0	(3)	(3)
D1b	D1b-Decentralized: Two new sites - One full service - One partial			-3	0	0	-3	3	0	(3)	0	3	3	3	(3)	(3)	(3)
D4c	D4c-Decentralized: RJC and one new site - All services at new site , partial services at RJC			(3)	0	(3)	(3)	0	0	0	0	3	3	0	0	(3)	(3)
D2b	D2b-Decentralized: YSC and RJC sites - All services at YSC; Partial services @ RJC			(3)	0	(3)	(3)	0	0	0	0	3	0	(3)	0	0	0
B1	B1-Current baseline: KCCH, YSC, and RJC sites. Mix of services at each site			(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	0	(3)	(3)	3	3	0





## **OPTIONS EVALUATION WORKSHOP 1 (AUGUST 16, 2007): NOTES**

The following notes provide a record of the workshop discussion – and are supplemented by the workshop graphics and report to the Selection Committee (see attached). Letter and number designation of options refer to the Workshop handout (and may be changed in subsequent reports).

### **Review and Clarification of Criteria**

- Some services are convenient to the court to keep cases moving, which would fall under the operational ease criterion.
- Site issues also involve the elapsed time entailed, as well as the challenges and difficulties of going through the development process, which have cost implications.
- There are also costs and impacts upon services in maintaining the status quo.
- Construction cost criterion should be considered to include total project costs, not just hard construction cost. These include project administration, professional fees, etc. Site acquisition is also part of the project and will be considered under construction cost.
- The presumption is that a new building would be more efficient to operate (e.g., energy and utilities) as well as initially free of certain maintenance costs associated with older buildings. Also that newly constructed facilities would work better functionally to support programs than would older buildings.
- Leased costs would be an offset against new construction and will be included in the next round.
- The Court is working on criminal and civil caseload projections that will indicate the overall demand for space (including space that may be vacated under some of the family court options).
- Site acquisition is part of the project and will be considered under construction cost.
- The impacts of future changes in technology will be discussed in much more detail in the next phase of work (after an option is selected).
- In January '08 a statewide case management system will begin rollout, but do not anticipate that the system will meet all of the unified family court's needs, and will need to be augmented. Information sharing also pertains to inter-agency communications.
- City of Seattle is reported to be planning a Family Justice Center, that may have significant implications for this project. There are, however, said to be jurisdictional issues that would impact the nature of their project.
- Cost of security would be covered under operational costs.
- Local service infrastructure pertains to the ability of other agencies to serve a site, not sewers.
- Future growth relates to adequacy of site(s) to accommodate future growth beyond 30 years.
- Community growth trends and demand for services will be included under Transportation Access
- Convenience has two meanings: convenient to get to and having all services available on one site.
- Flexibility to respond to emergency circumstances, such as the ability to accommodate criminal or civil jury trials if another courthouse is not operational, brings a whole range of requirements to the scope of the project – including not only courtrooms large enough to hold a jury box, but also provisions for jury assembly and deliberation. (Note: this issue was also raised at the Steering Committee and will require further exploration.)
- Phasing and the related impacts on ongoing operations was added as a criterion.

### **Ranking of Criteria**

- Construction and maintenance costs are near the middle of the rankings due to who is participating in the workshop; user representatives tend to rate operational goals higher.
- The group was not just neutral on parking, but was polarized.
- It was pointed out that user satisfaction surveys of court facilities always have parking as the top issue. Also, people who cannot find parking in a timely manner are not showing up for court on-time, and are arriving to court aggravated.
- Some felt it was surprising to find safety and security rather low in priority, but this was thought to be because participants assume there will be certain minimum level of safety provided in any option. The criterion as applied in the workshop was clarified to refer to safety in the surrounding neighborhood of a site.

## Review and Clarification of Options

- Centralized options assume all family law cases are removed from one or more existing facilities, depending upon the site for that option.
- Option D1, which entails obtaining two new sites, should be considered to be phased – with one facility built first, followed by a second – rather than attempting to build two new facilities simultaneously. It may, however, be feasible to consider acquiring both sites initially so that it is clear that the two-facility strategy can eventually be implemented.
- It is necessary to be clear in defining what “partial service” means. In particular, certain types of cases require co-location of juvenile detention. Without detention, decentralized options are not really viable. On the other hand, it may be possible to offer certain limited family court services for customer convenience in locations which do not have most family court proceedings or services.
- There are no proposals to locate adult misdemeanor or felony cases with family and juvenile courts.
- The ripple effect of new locations on other agencies such as contract offices providing public defense need to be considered.
- Mental health and domestic violence treatment may be implemented in the adult arena – and may be candidates for co-location with the family and juvenile courts.
- Political support is not used as a criterion at this point, the assumption being that policy makers and elected officials will need the unbiased recommendations of this group as a basis to make such decisions.
- Doing the least possible (Option B) still requires a capital project to replace the tower at the YSC site. There will be two baseline options, one with major capital outlay and another with minimal outlay to keep existing facilities useable. In all cases, however, these options need to include a means to accommodate projected growth – or they are not really comparable. The report needs to include costs to fix elevator and mold problems at YSC.

## Option Evaluation

### C1 Centralized new site

- One suggestion was Goat Hill adjacent to Adult Jail. Property is already owned by the county. Is thought to be able to support the needed 415,000 square feet (though this needs to be tested – and would also need to support an added 135,000 square feet of detention).
- It was decided to include sub-options for Goat Hill (C1a) and a generic site at an unknown location (C1b).
- “Centralized” means geographically central with good transportation access. However, any centralized option is going to be more convenient for some people than for others – and is likely to be less convenient overall than decentralized options which are by definition closer to more people.
- Envision the non-Goat Hill site to be in the valley between Kent and Auburn – such as Renton or Tukwilla.
- The C1b option would be more spread out and low rather than high rise.
- Per the program, all functions, including prosecutor and defenders would be in the building.
- A central location will always be inconvenient to some people.
- Need to consider both freeway transportation and public transportation. It can take some from south and east county 4 hours to get to court by bus.
- The consultants (and the county/courts) have not asked customers what their issues and constraints are, which some thought could leave the planning process vulnerable. On the other hand, the OMP has that incorporated, and has been included in the FMP process.
- Goat Hill is convenient for Seattle and north county residents, but problematic for those from the south.
- Regardless of the location, the greater the number of locations the less convenient and more costly for the Clerk.
- Expanding a high-rise is much more difficult than adding to a low-rise building on a rural site.
- The closer a central facility is to other facilities the more flexible it is. Another view is that one site invests all assets in one location, and limits options for responding to changed circumstances.
- Safety and security is neutral because we cannot determine without knowing a specific site and its surrounding neighborhood.
- Any new site will require the movement of a lot of service infrastructure.
- There is less need for on-site offices at a downtown location, where they exist in the area.

- The ability to locate law offices in the vicinity is important.
- New construction can range from a little more expensive to twice as expensive as remodeling.
- Site acquisition for Goat Hill would be a non-issue since it is county-owned.
- Neighborhood acceptance and development agreements are generally negatives, but we cannot really discriminate without specific sites.
- There will be resistance and issues to overcome on any site. The facilities will, for example, bring added traffic.
- There is less neighborhood concern regarding the kids in detention than the redevelopment opportunities at Fifth and Alder.
- Every option includes detention one way or another.
- Kent reportedly does not want RJC to become a criminal-only facility. There may be concerns if family law is pulled from the RJC.
- Some options have no impact on ongoing operations while others do.
- How long the juvenile court can operate in the existing building will impact the viability of various options.

#### C2&3 - Centralized at YSC and RJC sites

- The planned rail system will make it easier to get to the RJC site in the future.
- YSC is negative for access, requiring a lot of transfers on various bus lines to get there.
- If there were some way to impact the public transit system it could impact options one way or another. Perhaps Metro should be invited to the table. They did a study, and the RJC was not enough of an impact to affect transit plans. Should not count on being able to add services to a site unless they are already planned.
- It is unknown what the configuration would be at the RJC. There is not much available land to accommodate 320,000 sf of courts and 100,000 sf of juvenile detention plus parking. Because of this, all RJC options were referred to as RJC Plus, indicating that some adjacent land would have to be added. This could be the commercial land at the south or the city land at the north.
- It is assumed that new courts would be constructed at the YSC site before tearing down the existing court tower. Phasing might start with construction of parking, building courts and related space over the existing parking lot, then vacating and demolishing the existing courts.
- As they exist today, the RJC site is less promising than the YSC site because of the potential for clear space to develop. However, the RJC has some low density development surrounding the site that could be used for future expansion whereas YSC site is denser and more urban.
- The park and ride lot near RJC should be considered as a generic C1 site (integrated, new). The benefits of the RJC site are not realized on the parking lot because they cannot be effectively connected to the existing structures.
- Food, laundry, adult escorts from the adult detention center to family court could be a benefit of any development at the RJC.
- The District Courts master plan is predicated on moving the Sheriff out of RJC which does not take into account having family law expand in the building.
- The current RJC site does not appear to accommodate required space as defined in Option C3.
- YSC and RJC neighborhoods do not differ from one another in terms of security.
- The Sheriff would like to see a separate parking structure rather than parking under the courthouse for security reasons.
- YSC has a substantial parking impact on the surrounding community.
- Downtown has parking standards that encourage people to use mass transit while a location at Kent would not enjoy that. Parking requirements need to be calculated differently for the urban versus suburban sites.
- YSC is at its current location on a conditional use permit.
- The city has down-zoned the YSC site with height limitations that encourage their preferred condominiums and impair the expansion of a large court facility.
- It was observed that a potential major negative of the YSC site is that there are many factions vying to develop the site for other uses.
- Treatment and youth service bureaus and assessment are already located in the vicinity of YSC, although not many law offices.
- It is anticipated that a major court project at YSC would drive property values up and shift use from residential to office.

- YSC will probably have the lowest cost among these options since it does not require replacing expensive detention space.
- Phasing could be a negative for YSC, due to the challenge of maintaining operations during construction.
- YSC detention has some significant renovation issues, like incompatible alarm systems, plumbing, lighting, HVAC; systems and technology upgrade would be required and have an associated cost which should be factored into the study.

#### D1a Two Sites - all functions both sites

- It poses challenges to integration and coordination when two matters within the same family are filed in different courts; e.g., a domestic violence case is filed in one location and divorce is filed in another. Currently, one can file at any location, regardless of which calendar it ends up on.
- The possibility that the parties have or use different names is another challenge.
- It was observed that D1a is neutral relative to unification, in that two sites can support unification with some problems as described in the prior item. The full service options are all positive, while options with partial caseloads at even one site are negative.
- However, some matters, such as coming in to finalize dissolutions, could still happen at other locations. The only people who can have partial services without problems are those without children.
- Full service for the family law side means handling all cases involving children. At risk youth, truancy, and dependency go with juvenile offender and are tied to detention.
- Partial services presents the issues of the unique (often challenged) population involved in family law cases determining where they are supposed to go and show up.
- To clarify, the intent of partial service distributions is that juvenile offender matters would not be heard at one site. However, family law, facilitators, social workers are all included in partial services.
- There is also potential growth in the east, so decentralized could mean three sites.
- RJC accommodating half the caseload for full service requires less than 200,000 sf, as there are already 8 family court facilities in the building.
- Transportation to YSC is a little less negative under decentralized options since south county residents do not have to get to YSC.
- Both RJC and YSC are challenging for some people from a transportation perspective.
- At RJC partial, there would be economies of scale, whereas a new partial site would be more negative relative to operations.
- If public can resolve their case with one visit, longer travel to accomplish that becomes less significant. The first round estimate is that 90 extra staff at \$10 million per year are required for decentralized plans compared to centralized.
- If an option does not meet most important criterion of unification, should it remain in consideration

#### **Elimination/Selection of Options for Further Analysis**

- D3b does not make sense – one would not bother to do site selection and acquisition for a site that only accommodates partial services (thus it was agreed to delete the option). D4b is deleted for the same reason.
- B1 has to be retained as a comparative baseline for decision-makers. May do two variations – minimal capital cost that would not meet all program needs – and more major cost that would meet needs (or would attempt to).
- If make the break at options that were rated overall negative, it cuts out all the partial service options (this was done).
- How does YSC detention compare with the current state of the art? [Farbstein reported that it generally is designed according to current best practices in terms of housing unit size, overall configuration, and services/facilities provided.]
- No one felt that it was realistic to expect the County to pursue two new site full service facilities; rather, D1a needs to be treated as a phased option. Propose a new site with full services, future new site replacing an existing site. Need to be talking about Phase I and Phase II from the beginning in approaching voters.
- Group decision: analyze top six plus baseline; treat decentralized options as phased.

**Next Round of Analysis of Options**

- Better definition of what constitutes “partial services.”
- Had a process to define the goals of developing a unified family court, but now have a “modified unified family court.” It may be time to discuss the court’s goals again.
- One judge-one family is more difficult to accomplish than originally envisioned, but there are modifications that can be accomplished more easily. No jurisdiction of this size has one judge-one family across this range of case types being discussed.
- Want to eliminate facility limitations as the reason for not accomplishing a unified family court.
- May not get to one judge-one family, but may get to a model in which families receive the required comprehensive services. Could be one team-one family (with a staffed plan for each family so that orders entered are consistent and follow-ed up on).
- Transportation issues should look at the families who use the transit routes and how long it takes them.
- Visitor counts and associated traffic.
- Property values/acquisition costs are estimated \$450 per square foot at Goat Hill, \$160 at YSC, \$60 at RJC – to be refined.